

Higher Education

PROBLEMS AND PROSPECTS

1957 • 1970



AMERICAN FEDERATION OF TEACHERS A.F.L. - C.I.O.

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HIGHER EDUCATION IN THE UNITED STATES Problems and Prospects 1957-1970

There will be at least twice as many students in college in 1970 as there were in 1955, and perhaps three times as many. There are several reasons for this anticipated growth in institutions of higher learning.

Reasons for Increasing Enrollments.

More children are being born. Almost twice as many children will be born in 1956 as were born in 1936. The impact of the increased birth rate of the 1940's will reach the colleges by 1960 and from then on, enrollments will rise sharply. Colleges and universities enrolled 1.1 million students in 1930, 2.8 million in 1955, and are expected to enroll 4.9 million in 1965. By 1970, 5 million or more are expected.

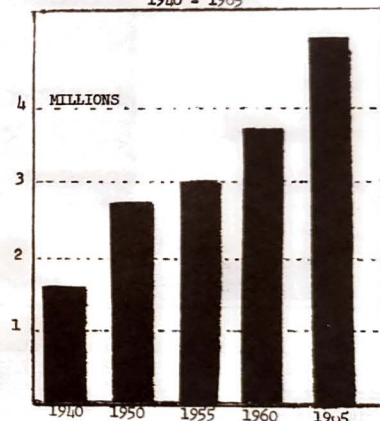
Not all of this increase is due to the birth rate. Certainly the increase from 1945 to 1955 was not due to the increased birth rate, as the students in that age group were still a part of the small depression generation. It was due to the G. I. Bill of Rights, to the increased standard of living which allows more students leisure for study, and to the increasing demand for trained workers in a technological society.

High school enrollment increased from 11.5 per cent of the age group in 1900 to 80 per cent or more in 1950, as standards of living increased and child labor was no longer useful.

In 1900, two-thirds of all persons 14-21 years old were working, and that age group made up one-fourths of all workers. In 1950, one-third of all persons 14-21 years old were working, and the age group constituted only one-tenth of all workers. The number of persons 14-21 years old rose 44 per cent in 50 years. The number attending school rose 1000 per cent. Colleges are now going through the same kind of transformation in the last half of the century as the high schools did in the first half. In 1900, 4 per cent of the people 14-21 years of age were in college. In 1940 it had risen to 15 per cent and by 1965 it is expected to reach 46 per cent.

The demand for teachers, engineers, physicians, physicists and other scientists is accentuated at the present time, because the age group from which they must be drawn is abnormally low, because of the depression birth rate. But the permanent rise in the proportion of such workers to the total labor force is inherent in our technological society.

COLLEGE ENROLLMENTS
1940 - 1965

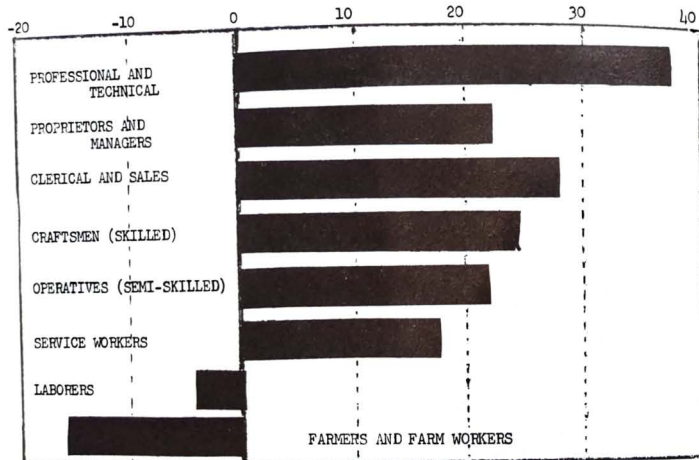


("Our Manpower Future")

There is expected to be a 75 per cent increase among the professional and technical workers in 1975. A decrease of 25 per cent in unskilled laborers is predicted for the same period.

EMPLOYMENT IN MAJOR OCCUPATIONAL GROUPS

PER CENT CHANGE 1955-1965



"Our Manpower Future"

Another factor in the increasing enrollments in institutions of higher learning is the deepening realization that human talent is the greatest resource of the nation, and that a large part of that talent of the United States is going to waste. It is estimated that 100,000 of the most talented high school graduates do not go on to college for financial reasons.⁴ It is estimated that another 100,000 of the most able young people do not go on to college or in some cases even finish high school because of lack of motivation. A study of all high school graduates in Minnesota in 1950 indicated that low income status was a definite obstacle to higher education. Of young men with high ability, 92 per cent of those whose fathers were professional workers planned to go to college, but only 69 per cent of those whose fathers worked in factories. Eighty-one per cent of the sons of professional workers went to college, and only 30 per cent of the sons of factory workers. Twenty-five per cent of boys with high ability do not get any higher education and 38 per cent of the girls of high ability. Children in low income groups in rural areas are particularly handicapped. Children from minority groups in urban areas are handicapped by low economic status and inhibited vocational aspirations. In rural areas in the South they are handicapped by lack of secondary schools and by segregation itself.

The additional teachers, engineers and scientists needed must come from this group of able youth now not reaching maximum development. This is particularly true of the generation born in the depression.

Teacher Shortage in the Colleges and Universities.

There were about 190,000 instructors in colleges and universities in 1950. Two hundred fifty thousand will be needed in 1960 and 495,000 by 1970.² Forty per cent of college teachers have held Ph. D. degrees in recent years. Unless the rate of production of Ph. D.'s increases, by 1960, only 20 per cent will hold that degree. The present rate of recruiting college teachers does not indicate that the number needed will be available. There are already great shortages in sciences, mathematics, and other subjects for which industry competes.

The Fund for the Advancement of Education, in its publication, "Better Utilization of College Teaching Resources," makes the following suggestions for meeting the shortage of teachers in institutions of higher education:

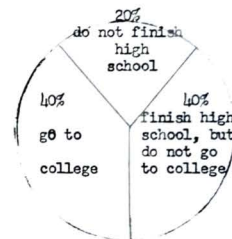
- 1) make students more responsible for their own education.
- 2) simplify and reduce the diversity of the curriculum.
- 3) use teacher aides to relieve teachers of "non-professional duties."
- 4) use TV, so that able teachers may instruct large groups.
- 5) use larger classes in general.
- 6) use non-teachers to advise student organizations, for semi-administrative duties, for non-academic committee work.

The Fund is supporting experiments in courses where the student reads by himself versus discussion courses at Antioch College, in the use of large lecture classes for freshmen and sophomores at the University of Connecticut, the University of Michigan and the University of Oregon, and in the use of television with large classes at Duke University, Purdue University and at the University of Pittsburgh. The Fund has followed the pattern set in its studies of the teacher shortage in elementary and high schools, of assuming that large classes and reduction of direct contact between students and teachers are inevitable.

The present ratio of college teachers to students is 1 to 13. This ratio is being increased now in some institutions.

Not only is the recruiting of new teachers slow, but college teachers are leaving teaching in large numbers for better paying work.

MORE THAN HALF OUR ABLEST
YOUNG PEOPLE DO NOT GO TO COLLEGE



"Teachers for Tomorrow"

4.

Salaries Must be Raised, and Working Conditions Improved.

After five to eight years or more of study after high school, the median income of teachers in colleges and universities in 1956 is approximately \$5200. ³ University presidents and full professors have less buying power today than they had in 1904. ⁴ Instructors have increased 38 per cent in buying power to a current dollar average in 1953 of \$3700. Incomes of physicians went up 127 per cent between 1940 and 1947 and college teachers' incomes only 42 per cent. Competition with business and industry for the services of college teachers will increase as the demand for trained workers goes up. There is no possibility of meeting the teacher shortage in colleges without higher salaries. ⁵

Working conditions for college teachers can be improved. Clerks and machines can relieve them of the routine clerical work necessary in any large institution. More objective standards of performance as bases for promotion should be developed. Many college teachers are completely dependent for security on the goodwill of one man who happens to be head of a department. Tenure is granted only after many years and several promotions in many institutions. The present emphasis on scholarly production as a basis for promotion minimizes teaching skill, which is now at a premium.

Threats to academic freedom from patrioteers, selfish business interests, and ignorant legislators threaten freedom of teaching and free discussion in the social sciences. The right of the college teacher to act freely as a citizen in his community is not granted in some areas. Oaths of loyalty and inquisitions as to harmless past associations do not enhance the prestige of college teaching.

How Can More Money to Finance Higher Education be Found?

Colleges and universities must have more money. Even those with very large endowments find their incomes from investments cut in half by inflation. Tuition rates are being raised everywhere, but tuition never covers the cost of instruction and each additional student increases the need for funds. The American Council on Education lists the present sources of income for institutions of higher learning.

1) Philanthropy. Gifts from individuals and foundations amounted to some \$379,500,000 in 1955. Many of these are for definite purposes specified by the giver.

2) Contributions of alumni. These amounted to some \$63,000,000 in 1955. More than half of alumni gifts go to the large private colleges and universities.

3) Gifts from business and industrial corporations. The Council for Financial Aid to Education has been organized to urge such contributions. Federal laws and the laws of 33 states allow tax deductions for such gifts from corporations. In 1950, the gifts to colleges and universities from corporations amounted to \$252,000,000. This was 0.6 per cent of the \$42,000,000,000 net profits of all American corporations.

Most of these gifts are restricted, that is, used for specially designated purposes - a building, a special course, e.g. Fifty-seven per cent of the corporations stated that they preferred to make their gifts this way. Some make gifts of scholarships to families of employees only. Some give to institutions whose graduates are useful to them.

This is a large and increasingly important source of income for colleges. The danger of withdrawal of support by companies who disapprove of free teaching on economic questions is so obvious that it scarcely needs to be pointed out. Many of the large companies who give most generously are those criticized for tax exemption policies, labor practices, or of concentration of power. The repressive effect on academic freedom of the threat of possible withdrawal of huge funds from an institution is not imaginary.

5.

The great public universities have suffered from the same kind of threat from ignorant or bigoted legislators.

The Council for Financial Aid to Education lists the following contributions in its March 1957 bulletin:

Socony Motor Oil	\$ 275,000
Fort Motor Company	6,575,000
National Distillers Products Corporation (match any gift by an employee up to \$1,000)	
Standard Oil of Ohio	95,000
Santa Fe Railroad Foundation	55,000
First National Bank of New York	150,000
General Foods Fund, Incorporated	127,500
International Nickel	189,500
Texas Company	210,000

On April 1, 1957, the United States Steel Foundation announced that it would give \$1,800,000 to 600 private colleges in 1957.

4) Labor Unions. The AFL-CIO lists more than 13 pages of scholarships offered by local and international unions and by state federations. This movement is encouraged wholeheartedly by the Education Division of the AFL-CIO. Most of the money goes to members or their children for scholarships after an examination or essay on the labor movement.

5) Foundations. Gifts for special purposes have been made by a number of foundations, such as the funds for experimentation with TV by the Fund for the Advancement of Education. The General Education Board provides scholarship funds of more than \$3,000,000 a year, largely for graduate study. The National Merit Scholarship Foundation was set up by the Ford Foundation and the Carnegie Corporation and has been joined by Time, Inc., and the Sears Roebuck Foundation. It provides \$1,000,000 in scholarships every year for the next 10 years. The Ford Foundation gave \$260,000,000 for college teachers' salary increases to 630 private colleges and universities last year. The tremendous resources of the foundations make their decisions a life and death matter to some institutions.

6) City governments and local school boards. Four year city colleges and junior colleges receive some support from local taxes in the large cities where they exist. The rising cost per student and the rapidly increasing enrollments have increased pressure for a larger share of state support for local public colleges.

7) State governments. The great state universities and state teachers colleges are supported mainly by state funds. Appropriations for junior colleges from state funds are increasing.

8) The federal government. The federal government still sends some veterans to colleges for rehabilitation and re-training, furnishes scholarships through the National Science Foundation, for research in public health and atomic energy, for research for the Departments of Defense and Agriculture. The large funds given certain institutions equipped for research are useful to them, but do not influence the general situation very far. One major reason for the increase in college enrollment between 1945 and 1955, however, was the large expenditure for the G. I. Bill of Rights.

9) Tuition. Tuition rates are going up in all institutions. They have increased an average of 85 per cent since 1940. The increase is a deterrent to admission of able

students without sufficient funds, and makes more necessary wide opportunity for scholarships. But it does not solve the financial problem of the colleges.

The Council for Financial Aid to Education sums up the sources of funds for higher education as follows:

	<u>Private</u>	<u>Public</u>
Tuition and fees	55%	18%
Endowment income	14%	2%
Gifts and grants	19%	3%
Federal, state and local governments	4%	72%
Other sources	8%	5%

Can higher education in the United States find a billion dollars more money in the next ten years and not lose its freedom?

Rise of Junior Colleges.

One of the hopeful answers to that question lies in the rapid rise of the junior college. In fifty years, the number of junior colleges has risen from nothing to 598. Eighty-eight per cent of all junior college students are enrolled in some 340 public colleges. The enrollment has risen from 267,000 in 1940 to 622,000 in 1954. More than half of those enrolled are adults and special students, many in the vocational and semi-professional terminal courses offered in 560 of the 598 colleges. ⁶

Some of these courses are geared to a given community. In New York City, where 65 per cent of the nation's clothes are made, more than 200 people step into work annually from the course in Apparel Design.

At least half of the students in junior colleges expect to go to a four year college. The University of California gets 2500 transfers annually from junior colleges to the junior year of the university. Since junior college students can live at home and find part-time jobs more easily than in a university town, such colleges make it possible for competent young people without financial resources to get training beyond high school. The large universities are increasingly anxious to be relieved of the supervision and housing of adolescent students.

Junior colleges are bound to multiply in the next ten years.

Other Opportunities Beyond High School than Formal Higher Education.

Trade and technical schools, both public and private are growing. It is estimated that the 64,000 now enrolled in such non-collegiate institutions will treble by 1970.

Adult education in a host of city-wide and neighborhood institutions and public school systems offers cultural opportunities to adults of all ages, including the growing retired group. Thirty-six million people now participate annually in such programs. It is estimated that this group also will double by 1970. The increasing number of old people with leisure and the prospect of the shorter work week make an extension of general adult opportunities necessary and desirable.

Workers' education sponsored by unions is steadily increasing as a major factor in adult education. Trained directors and excellent equipment have made such workers' education systems as that of the International Ladies Garment Workers outstanding examples

of general adult education as well as the source of able and enlightened union leadership.

The development of extension courses in workers' education of some 40 major universities is a recognition of the importance to the public of this valid adult education.

The President's Committee on Education Beyond the High School.

In 1955, Congress appropriated \$150,000, at the request of President Eisenhower, to make recommendations on the state of higher education in the United States. The President appointed a Committee to make the study. John D. Connors, Director of the AFL-CIO Department of Education, is a member of the Committee. The premises for which the study was based were outlined as follows in the First Interim Report of the Committee published in November, 1956.

- 1) The conservation and development of human talent is the proper concern of every citizen and of the Nation.
- 2) Every individual, regardless of race, creed, color or national origin, shall have the opportunity to develop to the point of optimum development.
- 3) The assurance of genuine equality of educational opportunity requires that collectively the institutions and agencies responsible for providing this education be characterized by four attributes, enough institutions and teachers, high quality of education, variety of institutions, and accessibility of institutions to students.

This report merely stated the problem, in some 11 pages. In the spring of 1957, five regional conferences were held. In July 1957, a Second Report was published. Since Congress refused to vote further funds in 1957 to continue the work of the committee, this second report is presumably the final one. The general tenor of this report was to the effect that states and local communities would have to take the major responsibility for financing higher education. It suggested that income tax deductions be extended for students and their families, that state governments make loans to students at low interest rates, and the United States Office of Education act as a clearing house for local and state officials on vocational and educational opportunities and scholarships. It recommended federally sponsored "work-study" scholarships as well as an increase in scholarships available at local and state levels.

The report urged an average increase in college salaries of at least 75 per cent, and pointed out that college teachers are subsidizing the education of students, some of whose parents are well able to pay, by an amount double the grand total of contributions to higher education by all the alumni, foundations and endowments combined.

In view of its stated purposes, and in view of the problems outlined in these pages, it would seem that the Committee had labored mightily and brought forth a mouse. It is to be hoped there will be more constructive recommendations than these before the Committee disbands.

Will the Coming Influx of Students Change the Character of our System of Higher Education?

At least a doubling of college population is eminent. At least one billion dollars more of public or private funds must be found somewhere to pay for this doubled enrollment. The problem cannot be solved by merely cutting down admissions, as already a large share of the best talent is not being trained in colleges. More college teachers must be found.

Will college education become mechanized and impersonal? Will big business extend its control over curricula and free teaching in the United States? What part should the federal government play in solving these problems?

Decisions on these problems are emerging now. Every local of the American Federation of Teachers should be alert to the social and economic factors involved and should be active and articulate through its local and state federations in influencing these decisions in the making.

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